



City of Fond du Lac

First on the Lake

Website: www.fdl.wi.gov

City-County Government Center
160 S. Macy Street~P.O. Box 150~Fond du Lac, WI 54936-0150

NARRATIVE INFORMATION SHEET: City of Fond du Lac, Wisconsin

1. Applicant Identification

City of Fond du Lac
City-County Government Center
160 South Macy Street, P.O. Box 150
Fond du Lac, Wisconsin 54935-0150

2. Funding Requested

- a. Assessment Grant Type: Community-Wide Assessment Grant
- b. Federal Funds Requested: \$300,000

3. Location

- a. City: Fond du Lac
- b. County: Fond du Lac County
- c. State: Wisconsin

4. Property Information for Site-Specific Proposals: Not Applicable

5. Contacts

- a. **Project Director:** Ms. Dyann Benson, Director of Community Development
160 South Macy Street, Fond du Lac, Wisconsin 54935
Phone: (920) 322-3440
Email: dbenson@fdl.wi.gov
- b. **Chief Executive:** Mr. Joseph P. Moore, City Manager
160 South Macy Street, Fond du Lac, Wisconsin 54935
Phone: (920) 322-3440
Email: jmoore@fdl.wi.gov

6. Population: 42,858 (US Census, 2018 American Community Survey)

7. Other Factors Checklist

Other Factors	Page #
Community population is 10,000 or less	N/A
The applicant is, or will assist a federally recognized Indian tribe or United States territory	N/A
The priority brownfield site(s) is impacted by mine-scarred land	N/A
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	1, 2, 4
The priority site(s) is in a federally designated flood plain	N/A
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or will incorporate energy efficiency measures	3
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the Target Area	N/A

8. Letter from the State Environmental Authority

Please find attached the Letter of Acknowledgement from the Wisconsin Department of Natural Resources regarding Fond du Lac's Community-Wide Assessment Grant Application.



October 22, 2020

Dyann Benson
Community Development Director
City of Fond du Lac
160 S. Macy Street
P.O. Box 150
Fond du Lac, Wisconsin 54936-0150

Subject: State Acknowledgement Letter for The City of Fond du Lac

FY21 EPA Community-wide Assessment Grant

Dear Ms. Benson:

The Wisconsin Department of Natural Resources (DNR) acknowledges the application of the City of Fond du Lac for U.S. Environmental Protection Agency Brownfield Grant funds identified above.

The DNR is fully committed to a collaborative partnership with the City of Fond du Lac, and will support your brownfield assessment and remediation efforts in many ways, including:

- The DNR can identify key state and federal contacts for your specific project and coordinate Green Team meetings with these individuals, in your community, to answer questions and discuss local plans, options and best practices.
- The DNR can assist you in identifying and obtaining additional financial assistance from state-managed grant and loan programs.

Obtaining EPA funding for this grant application is consistent with community needs, vital to the local economy and will help bring needed improvements to the quality of life for residents. Federal funding will also help initiate cleanup activities, create jobs and leverage local investments in brownfield redevelopment.

Sincerely,

Christine Haag, Director
Remediation and Redevelopment Program
Wisconsin Department of Natural Resources

Copy: Tauren Beggs – DNR NER

1. PROJECT AREA DESCRIPTION & PLANS FOR REVITALIZATION:

1.a. Target Area and Brownfields

1.a.i. Background and Description of Target Area

The City of Fond du Lac is located in east central Wisconsin, and is the County Seat of Fond du Lac County. This midwestern city was settled in the 1830s and upon settlement, manufacturing and industry became the economic drivers of Fond du Lac. Logging and milling were the primary industries in the late 1880s, with access to Lake Winnebago and the recently built railroad as the engines of the industry. Fond du Lac soon became a focal point of agricultural development and industrial activity in the mid-nineteenth century. Moreover, the surrounding farmland proved extremely fertile, prompting the establishment of grist mills to prepare grain for shipment to other states. Such industrialization led to the need for machining and repair work, strengthening the city's manufacturing core. However, with the development of more modern manufacturing and industrial facilities over time, many of Fond du Lac's early industries shut down their operations, leaving vacant and blighted properties throughout the city.

Since the early 2000's, manufacturing and industrial activities have decreased significantly in Fond du Lac. From 2000 to 2008, manufacturing employment decreased by over 3,000 employees. (State of Wisconsin – Department of Workforce Development). Even strong, long-standing manufacturing giants in Fond du Lac have felt the economic downturn. The largest employer in Fond du Lac is Mercury Marine, the largest maker of outboard motors in the world, employing approximately 2,500 people in its factory and world headquarters located in Fond du Lac. In the early 2000s, Mercury Marine made plans to leave Fond du Lac for a location overseas, which would have completely devastated the local economy. In the end, Mercury Marine decided to stay, but the City was faced with the reality of the need to diversify their economic base – a point also heavily emphasized in the City's Downtown Development Plan and reinforced by the community in the City's recently updated Comprehensive Plan. One of the best ways to revitalize the economic base is to utilize the vacant, under-utilized, and blighted properties already existing in the community. Fond du Lac has completed an initial brownfields inventory had have identified 60+ potential brownfield sites throughout the City. These vacant and blighted properties are most prevalent throughout the downtown and Brooke Street Corridors, which make up the designated Target Area of this proposal. Fond du Lac's lakefront, oldest neighborhoods, downtown, and several long-standing businesses are all located within the Target Area. Unfortunately, brownfields are also a significant feature of the Target Area. The impact of brownfield sites and the blight caused by their presence has been most acutely felt by residents of the Target Area. The demographics of the Target Area speak for themselves: low-to-moderate income neighborhoods, higher poverty rates, higher unemployment rates, and significantly lower than average median household incomes. When industrial facilities left Fond du Lac, the loss of high-paying, quality jobs within walking distances of neighborhoods not only increased unemployment and poverty within the Target Area corridors, but also directly impacted the connectivity and viability of neighborhood businesses and services that are present in a thriving neighborhood economy.

1.a.ii. Description of the Priority Brownfield Sites

Within the Target Area, the City has designated two priority project sites selected based upon their underutilization, blighting of the neighborhood, redevelopment potential and the staggering impact the environmental assessment and eventual remediation is anticipated to have on the City's downtown redevelopment and revitalization efforts.

PRIORITY SITE #1: Former Fives Giddings & Lewis Site, 143 Doty Street, 4.02 Acres
Historic Site Use: Former Manufacturer of Lumber Equipment, Machine Tools, Metal Works, Military and Defense Department custom Metal Work
Current Site Conditions: Vacant Industrial Property, Structures still on-site
Potential Contaminants: VOC's, PAH's, Metals, Cyanide, Lead
Health Effects of Potential Contaminants: Carcinogens; Reproductive System Issues; Central Nervous System Issues
Affected Neighborhood: This site is located in a low-to-moderate income neighborhood and is a designated food desert by USDA. This site is eligible for the Opportunity Zone benefits, Housing Tax Credits, and New Market Tax Credits. This site is located on the riverfront, and is within a few blocks of Main Street, the Police Station, and a handful of churches, and an elementary school.
Planned Site Reuse: The City is planning to redevelop the parking lot in northeast quadrant into mixed-use development, while the remaining complex will have a local food focus, integrating farm-to-table co-op space, a food incubator space, and more access to local foods. The City is also including an

"industrial" park – a park that pays homage to the industrial heritage of the City's central district and will include historic information done in partnership with Fives.
PRIORITY SITE #2: Former Saputo Cheese Manufacturing, 45 E. Scott Street, 5.46 Acres
Historic Site Use: Former Cheese Manufacturing site
Current Site Conditions: Vacant Industrial Property, Structures still on-site
Potential Contaminants: VOC's, PAH's, Metals, PCB's, Asbestos, Lead
Health Effects of Potential Contaminants: Respiratory System Effects; Carcinogens; Reproductive Issues; Central Nervous System Issues
Affected Neighborhood: This site is located in a low-to-moderate income area, and is eligible for the Opportunity Zone benefits, Housing Tax Credits, and New Market Tax Credits. This site is located just off of Main Street and adjacent to Lakeside Park and Lake Winnebago.
Planned Reuse: The City is currently working with various organizations in the downtown, including some Project Partners, to reuse the Saputo complex as a central community mixed-use space, meeting various needs throughout the City and creating a gateway feature into Lakeside Park. The space is looking to include a restaurant space, music space, community meeting space, potential for mixed-use development.

1.b. Revitalization of the Target Area

1.b.i. Reuse Strategy and Alignment with the Revitalization Plans

The Target Area redevelopment is one of the keys identified by the City to Fond du Lac's future success as a community – it features the space and setting to offer opportunities for abandoned industrial property resurrection and associated job growth, much needed affordable housing opportunities, and the growth and development of mixed-use properties through the City. Fond du Lac will use this funding to further its downtown and Brooke Street corridor revitalization efforts, with special emphasis on the priority sites described previously. The reuse strategy for the former Fives Giddings & Lewis site is to create mixed use spaces with an emphasis on honoring the industrial legacy of the City by maintaining those building features in the design concept. The complex will then focus on food and entrepreneurship, integrating farm-to-table co-op space, a food incubator space, and providing more access to local foods in the downtown by creating an indoor market space. There are also plans for updated condos and apartments in the redevelopment of the Fives Giddings & Lewis site to meet the immediate demand for downtown housing that extends from community members of all ages, from the young executive to retirees. The reuse strategy for the former Saputo site is to position it as a central community mixed-use space, meeting various needs throughout the City for restaurant space, music space, community meeting space, and so much more. The reuse strategies developed for both priority sites are led directly by the Downtown Development Plan and are being reinforced by the needs identified by community members during the 2020 update to the City's Comprehensive Plan. These reuse strategies are also backed by a Downtown Market Study & Plan and a Downtown Exploratory Committee Report. The planned reuse for the priority sites and Target Area also directly address the community needs prioritized in the plans listed above, including incubator and entrepreneurial space, restaurant & retail space, and a cultural community heart for the City.

1.b.ii. Outcomes and Benefits of Reuse Strategy

The City's brownfield reuse plans described in the previous section focus on recalibrating and diversifying Fond du Lac's economy for the future: becoming a hub for entrepreneurship, creating incubator space for small business startups, supporting local foods and sustainability, and creating quality job growth within the City's downtown by offering new restaurant, retail, housing, and entertainment space. The reuse plans for the City's priority brownfield sites build on the redevelopment efforts already made in the downtown. Projects like the recent Retlaw Hotel renovation, the redevelopment of the former Wells Manufacturing site, and the development of the Fond du Lac Loop, a 16-mile bicycle and pedestrian pathway designed to facilitate a safe, healthy, enjoyable way for community members to explore the City, have reignited the Downtown/Brooke Street Corridor as the center of economic activity and cultural heart. Both of the Priority Sites are located in an Opportunity Zone, so the reuse plans will directly spur economic growth within the Opportunity Zone by providing tax benefits to investors. In addition, the location of the priority sites makes the properties eligible for New Market Tax Credits and Housing Tax Credits. Job creation will be abundant, with workers needed for design, construction, and to fill the eventual jobs at the new businesses. During redevelopment and construction stages, the City will encourage energy efficient and sustainable building practices by encouraging as much infrastructure reuse as possible and if new infrastructure will be needed, the City will encourage the installation of energy efficient utilities.

1.c. Strategy for Leveraging Resources

1.c.i. Resources Needed for Site Reuse

The City's staff, led by this proposal's Project Director Dyann Benson, knows exactly how to make vital community development projects happen. Within the last five years alone, the City has obtained and utilized various funding sources to successfully redevelop twelve projects (both brownfield related and non-brownfield related) throughout the City, injecting approximately \$30 million of public and private investments back into the City of Fond du Lac. The City recognizes that they will need additional financial assistance to complete more assessment, cleanup, and redevelopment activities for the priority sites and other sites listed in the City's brownfields inventory. But by completing the proposed assessment work and identifying the environmental site conditions with secure funding like this EPA Grant, the City is eliminating future financing barriers by addressing the unknown environmental conditions for the sites. The proposed assessment work is key for preparing brownfield sites for future redevelopment, which makes financing options become more immediately available to assist the City with their planned brownfield work, including the following:

- \$250,000 Wisconsin EDC Community Development Investment Grant for the Fives Priority Site
- \$250,000 in Idle Industrial Site funding for both priority sites
- \$250,000 in CDBG grant funds for the Fives Site, over multiple years
- TIF, Housing Credits, New Market Tax Credits. Both priority sites are located in an Opportunity Zone, so that resource will be leveraged as well.

1.c.ii. Use of Existing Infrastructure

The planned reuse/redevelopment plans for the Target Area and priority project sites will primarily utilize existing infrastructure – this includes adapting existing building structures on-site for redevelopment, parking lots/facilities, site access roads, local roads, sidewalks, curb and gutters, water, sewer, gas, and electricity infrastructure. The Saputo and Former Giddings & Lewis sites are large enough that, if divided, new infrastructure may be needed to serve the redevelopment. In this case, the existing infrastructure may need to be extended from the City's right-of-way. The location of the sites in the Target Area allows for walkability through the downtown, providing more community connectivity for the City. Fond du Lac's priority is infrastructure reuse, but will work with developers when new infrastructure is required. New infrastructure may be required for broadband capabilities or any energy efficiency installations like solar power, as they do not currently exist at the priority sites or at any of the sites listed in the City's brownfields inventory. New infrastructure for redevelopment could be funded from the resources listed in the previous section. The existing State Routes that run through Fond du Lac and the City's immediate access to an Interstate will be assets to the City's redevelopment efforts and will allow for increased site visibility and access.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT:

2.a. Community Need

2.a.i. The Community's Need for Funding

Fond du Lac does not have the financial resources to tackle the vital assessment work described herein on their own. Like many municipalities throughout the United States, the City has experienced increasing fiscal pressure over the past several years. The manufacturing industry is the cornerstone of the City's economic base, and with that industry having flatlined in growth, the City must find new ways to revitalize the economy. Fond du Lac has faced tremendous challenges to provide funding for basic government services while tax revenues, earnings on investments, and other economy driven revenues have remained stagnant or fell into decline. Fond du Lac's only sources of revenue are property taxes and fees. The State of Wisconsin has levy limits; the City can only raise taxes based on net new construction. Fond du Lac has some significant transportation projects in the queue, which will be costly. Within the last year, the Wisconsin Department of Transportation transferred jurisdiction of Highway 45 to the City of Fond du Lac, which is very costly. A new Public Safety Training Center has recently been completed in the City, which carries a price tag of approximately \$3M. Further, the City of Fond du Lac has invested \$2.3M in the redevelopment of the historic Retlaw Hotel downtown. The City is also working on an extensive lead water service line replacement program. The City does not have a lot of extra funds on-hand for brownfield assessment activities, remediation, and reuse planning. Poverty rates in the Target Area are higher, reaching 30.1% compared to the City's 12.6%. The Median Household Income in sections of the Target Area are as low as \$22,413, with the City's Median Household Income more than double that figure at \$48,129¹. The impact of manufacturing job losses and an undiversified economy are felt throughout

¹ US Census 2018 ACS data

the City, but have been felt more acutely by the residents of the Target Area. The loss of quality jobs within walking distance of developed neighborhoods not only increased unemployment rates to 12.3% in the Target Area and poverty rates skyrocketing to 30.1% in the Target Area, but also impacted the connectivity and viability of neighborhood businesses and services that come with a thriving economy. The priority sites are located in heavy low-to-moderate income neighborhoods, with Census Block Groups in the area ranging from 60-99% low-to-moderate income². Brownfields contribute to impoverishment and unemployment in the City, and their heavy concentration in the Target Area complicates the City's ability to solve redevelopment issues. The number of acres and parcels of potential brownfield sites that have been inventoried to date represent a lost opportunity to generate tax revenue. Without assessment and cleanup activities, these sites also represent lost opportunity for job creation.

2.a.ii. Threats to Sensitive Populations

2.a.ii. (1) Health or Welfare of Sensitive Populations

The City's Priority Sites and the majority of the Downtown/Brooke Street Corridor are located in Census Tract 405, and all four Block Groups in Census Tract 405 have a high low-to-moderate income (LMI) population: Block Group 1 – 60.98% LMI; Block Group 2 – 62.58% LMI; Block Group 3 – 58.82% LMI; and Block Group 4 – 99.42% LMI². 29% of the population in the Target Area is age 50+ and 25% of the population is age 0 to 19 years old, illustrating that half of the population is made up of senior citizens and children. 32% of the children located in the Target Area are living in poverty, while 12% of the senior citizens in the Target Area are living in poverty. The Target Area has a fertility rate of 13.6% of women who had a baby in the last year, which is double that of the City as a whole. By addressing the environmental contaminant issues in the Target Area with these grant funds, any threat of exposure by nearby sensitive populations to contaminants via direct contact, inhalation, vapor intrusion or ingestion will be eliminated.

2.a.ii. (2) Greater than Normal Incidence of Disease and Adverse Health Conditions

According to US EPA's EJSCREEN tool³, due to Fond du Lac's extensive manufacturing history, the downtown and target area neighborhoods have a 28% higher cancer risk than other areas of the City. The types of site contaminants associated with the priority sites listed in Section 1.a.ii. are known carcinogens, and the suite of other health effects associated with chronic exposure to the contaminants listed include respiratory problems, developmental delay, central nervous system effects, and reproductive system effects⁴. Residents located within close proximity to the priority project sites are potentially exposed to potential site contaminants through dermal contact, ingestion, particulate inhalation, and vapor migrations. These grant funds can identify and mitigate this exposure, eliminating the health and safety threats posed to those in proximity to the Target Area. In addition, there are also dozens of active air discharge permits in the City. The Wisconsin Department of Natural Resources' (WDNR) Bureau of Remediation and Redevelopment Tracking System (WDNR BRRTS) is an online database that provides information about contaminated properties and other related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. As shown in the WDNR BRRTS system, the City of Fond du Lac has hundreds of environmentally related sites (underground storage tanks, spills, permits, etc.), and 91 of those sites have undergone environmental repair. Of those 91 sites, 81 of them are closed and 10 are currently open. While closed cases mean no further action is required by the WDNR, the presence of residual contamination, often poorly defined due to limited historic assessment, impedes future development. Many of Fond du Lac's brownfield sites are abandoned and blighted properties, which directly relate to increased levels of crime and deteriorating conditions of the surrounding properties and neighborhoods. These locations also tend to become to a hot-spot for illegal dumping due to vacancy and blight. Surrounding residential neighborhoods and Lake Winnebago are susceptible to this kind of contamination as well. Fond du Lac is a historic City. Per the Census, 25.8% of houses in the City were built before 1939, illustrating the presences of asbestos and lead paint in residences throughout Fond du Lac. Per Fond du Lac County's Community Health Improvement Plan 2015-2018, lead paint and subsequent poisoning is an issue of major importance in the City. The high rate of older, deteriorating housing within the Target Area, combined with a higher percentage of low-income residents and long-term disinvestment in the area, all exacerbate the property maintenance issues in the Target Area, causing blight. The City is working with Wisconsin DNR on a lead service line replacement project that will span multiple years to eliminate lead service water lines throughout the City, particularly in the Target Area. Identifying any known environmental conditions in the City

² HUD Community Planning & Development LMI Mapper <http://hud.maps.arcgis.com/apps/Viewer/index.html>

³ <http://ejscreen.epa.gov/mapper>

⁴ Source: Center for Disease Control ATSDR ToxFAQ sheets

with these grant funds will alleviate any further health and safety issues for the adverse health conditions described above.

2.a.ii. (3) Disproportionately Impacted Populations

Per EPA's EJ SCREEN, Fond du Lac's Target Area has an 8% higher cancer rate than other places in the City. In addition, the low-income rate ranges from 50-67% in the Target Area.⁵ As mentioned previously, the Downtown and Target Area neighborhoods have a 28% higher cancer risk than other areas of the City. Fond du Lac experiences a higher percentile of other environmental issues compared to State levels, especially in the designated Target Area, where it's measured: 90th percentile for traffic-related environmental issues; 93rd percentile for Air Toxics Cancer Risk; 92nd percentile for Diesel Particulate Matter Levels in the Air; 91st percentile for Air Toxins Respiratory Hazard Index; 67th percentile for proximity to Transfer, Storage, and Disposal Facilities. These negative environmental consequences are tied directly to the City's industrial and manufacturing history and present operations. The substantial impacts to the health and welfare of sensitive populations living in the vicinity of these sites is worrisome, but these assessment grant funds can help the City identify the threats and develop plans to eliminate exposure to brownfield-related contamination.

2.b. Community Engagement

2.b.i. Project Partners

Fond du Lac has partnered with local organizations that will serve vital, relevant, and meaningful roles in the City's Brownfields Program. Each organization is committed to helping Fond du Lac reach their redevelopment and revitalization goals, and are often the source of gap funding for vital community projects. In addition, these organizations already have experience working with the City, providing financial and technical support to reuse existing buildings/facilities.

2.b.ii. Project Partner Roles

Project Partner	Specific Role in the Project	Point of Contact (name, email, phone)
Envision Greater Fond du Lac; Downtown Fond du Lac Partnership	Marketing of City's industrial park lands, vacant properties & redevelopment sites. Revolving loan fund & City grant programs. Identify potentially contaminated sites & promote City's efforts in assessment & cleanup of brownfield sites. Business attraction, expansion & retention; Entrepreneurial development & recruitment	Jim Cleveland Phone: (920) 322-8681 jcleveland@envisiongreaterfdl.com Amy Hansen Phone (920) 322-2007 amy@downtownfdl.com
Horicon Bank	Local lender; Potential lending partner for redevelopment projects	Steve Leaman Phone: (920) 952-7071 SteveL@Horiconbank.com
Bomier Properties	Commercial broker; marketing of industrial sites & scattered redevelopment sites; identify potentially contaminated sites and promote City's efforts in assessment & cleanup of brownfield sites	Troy Rademann Phone: (920) 933-2655 troyrademann@gmail.com
River Park Neighborhood Group	Neighborhood group that is actively engaged in furthering the redevelopment, neighborhood improvements and perceptions. River Park is located within a low and moderate income neighborhood and includes a large number of brownfield sites. The group includes residents, landlords, nonprofit community partners, faith based organizations and business interests. The group meets monthly and will provide critical input and feedback on proposed activities that would be undertaken in the neighborhood.	Louise Gudex Phone: (920) 929-3107 LGudex@fdlpha.org
Community-At-Large	Obtain resident and property owner input on proposed acquisitions by City for redevelopment projects	

2.b.iii. Incorporating Community Input

If this grant is awarded, the City will create a Brownfields Redevelopment Advisory Committee (BRAC) to guide them in their site inventory, prioritization, and redevelopment efforts. The City's community engagement efforts and BRAC formation will bring together residents, visionaries,

⁵ <https://ejscreen.epa.gov/mapper/>

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community groups, government entities, and private and non-profit organizations to marshal financial and intellectual resources to improve the overall economic and environmental well-being of the City and its residents. Throughout this entire process, the City has been very vocal and transparent about their brownfield redevelopment plans, and they will continue in the same manner if they are awarded these assessment funds. When this project commences, Fond du Lac will hold three public meetings throughout the project period to relay information about the assessment process, including project milestones and redevelopment updates. Public meetings may need to be held via Zoom due to COVID-19. Fond du Lac has been conducting meetings via Zoom and have the process well established. In addition to public meetings, the City of Fond du Lac will also hold Brownfields Redevelopment Advisory Committee meetings twice a year. At these meetings, the brownfield sites will be analyzed and redevelopment plans will be discussed. This proposal outlines our Project Partners, who will be vital members of our community involvement plan by broadcasting the City's Brownfields news at their regular meetings and events. The City will maintain the authority to make final decisions on the use of the grant funds, but will also use their Project Partners' and Brownfields Redevelopment Advisory Committee Members' input in shaping those decisions. For any cleanup planning activities funded by this grant, the City will seek the community's input into cleanup and redevelopment decisions by presenting information regarding the proposed cleanup and reuse plans at one of the planned community meetings in collaboration with their appropriate Project Partners. Translation services are available through the City and via social media postings, so the City will accommodate any non-English speaking residents/stakeholders, etc., when appropriate. Residents will be encouraged to participate and stay informed of the City's brownfields programs in a number of ways. First, residents will be encouraged to attend any public meetings at which needs are identified as well as all plan approval processes. Meeting notices will be printed in the Fond du Lac Action Advertiser, a general circulation newspaper distributed to all households, including low-and-moderate income households. The notices will also be posted on the City's website, at the Fond du Lac Public Library, Fond du Lac Police Department and the City of Fond du Lac Notices/Agenda Board outside the City Clerk's office. Fond du Lac will utilize the local radio stations as partners to communicate progress to the public. The notices will include a statement in Hmong and Spanish, the predominate non-English languages within the community, inviting non-English speakers to attend and informing that interpreters are available upon request. In addition, these notices will include a special invitation to the disabled community offering to make accommodations as needed to assure them the opportunity to communicate their input concerning issues.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS:

3.a. Description of Tasks/Activities and Outputs

The City of Fond du Lac's Brownfields Assessment Grant project is composed of five (5) tasks: Program Management, Community Outreach, Phase I Environmental Site Assessments, Phase II Environmental Site Assessments, and Cleanup Planning. These five project tasks were selected for their appropriateness to the project and for their ability to help the City reach their Assessment Grant goals in the most efficient and effective way.

Task 1: Program Management
i. Project Implementation: The Program Management task is comprised of the following: oversight of the Cooperative Agreement, Quarterly and Annual Reporting to US EPA, coordination between the City and US EPA, updating of the City's GIS system as the brownfields inventory is developed, data entry into US EPA's ACRES program, procurement of a Qualified Environmental Professional (QEP), documentation of the site assessment selection process, management of the City's brownfields inventory, and sending two City reps to the National Brownfields Conferences. Work under this task will be performed on the priority sites and other sites within the City's Target Area.
ii. Anticipated Schedule: QEP will be retained within 60 days of award. Quarterly Reports and ACRES updates will submitted at the close of each quarter and an Annual Report will submitted within 30 days of fiscal year-end.
iii. Task/Activity Lead: Program Management will be led by Director of Community Development, Dyann Benson, and the City's selected Environmental Professional.
iv. Outputs: Anticipated outputs of this Task include: 12 Quarterly Reports to US EPA, 3 Annual Reports to US EPA, and the number of sites in the City's Brownfields Inventory.

Task 2: Community Outreach
i. Project Implementation: The Community Outreach Task is comprised of activities that encourage and facilitate the City's community involvement and outreach plans. The City's Brownfields Redevelopment Advisory Committee (BRAC) will be created under this task,

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and they will meet at least twice a year to keep the brownfields inventory current, ensuring that the highest priority sites are being assessed and made ready for reuse. As the project progresses, the City's Project Partners will play key roles in both the BRAC and Community Outreach activities. The City will hold 3 Community Meetings to ensure the residents are aware of project activities and developments. The Community Meetings will be coupled with the release of project Fact Sheets, which will be distributed by the City, Project Partners, and posted on the City's website. The priority projects identified in this proposal will take precedence in this task.
ii. Anticipated Schedule: There will be 2 BRAC Meetings each year and one Community Meeting annually. Fact Sheets will be disbursed 6 months after Community Meetings and Project Progress activities will continue throughout the three year project period.
iii. Task/Activity Lead: Community Outreach task activities will be led by Dyann Benson, with the Qualified Environmental Professional assisting with the BRAC and Project Partners assisting with Community Outreach and site prioritization/reuse efforts.
iv. Outputs: Anticipated outputs of this Task include: 6 BRAC Meetings, 3 Community Meetings, and 3 Fact Sheets distributed to the community regarding the project.

Task 3: Phase I Environmental Site Assessments

i. Project Implementation: Phase I Environmental Site Assessments (ESA's) will be conducted on eligible sites to move them towards cleanup and/or redevelopment. All Phase I ESA's will be performed in compliance with the requirements of the All Appropriate Inquiry as well as the applicable ASTM standards and practices. The two priority sites will utilize assessment funds first, and then the City will pursue other sites within the Target Area that are positioned for redevelopment.
ii. Anticipated Schedule: Phase I ESA's will start in the 3 rd quarter of the project's first year and will continue as needed throughout the project period.
iii. Task/Activity Lead: This Task will be led by the City's Environmental Consultant.
iv. Outputs: Anticipated outputs of this Task include 12-15 Phase I Site Assessments and, the identified number of acres assessed.

Task 4: Phase II Environmental Site Assessments

i. Project Implementation: Phase II Environmental Site Assessments (ESA's) will be conducted on eligible sites to position them for cleanup and redevelopment. Prior to conducting any Phase II work, a Sampling & Analysis Plan will be prepared and submitted to US EPA for approval. All Phase II ESA's will be performed in compliance with the requirements of All Appropriate Inquiry as well as applicable ASTM standards and practices. The City anticipates conducting up to 6 Phase II Environmental Site Assessments at sites to supplement the Phase I Environmental Site Assessments where Recognized Environmental Conditions were identified. The City's two priority sites, will be considered for Phase II Assessment work first, and will then pursue other sites in the Target Area before venturing to other locations in the community. The results of the Phase II ESA's will be shared with Wisconsin DNR to evaluate contaminants through human exposure pathways. If contamination is identified at problematic levels, the City will seek to enroll the impacted sites in the WDNR voluntary party liability exemption for further investigation and remedial planning. The City anticipates the enrollment of four to six sites into the voluntary party liability exemption program. Site-Specific Health and Safety and Sampling Analysis Plans will be prepared for all Phase II Environmental Site Assessment activities. A Quality Assurance Project Plan (QAPP) will also be prepared by the contracted QEC in accordance with the US EPA's guidelines.
ii. Anticipated Schedule: The QAPP will be completed within the first three quarters of the grant period. The HASP and Phase II ESA's will take place following US EPA approval of the QAPP, and as needed throughout the remainder of the project period.
iii. Task/Activity Lead: This Task will be led by the City's Environmental Consultant.
iv. Outputs: The anticipated outputs of this task include: 6 Phase II Site Investigations, 6 Health & Safety Plans, 6 Quality Assurance Project Plans, the number of acres assessed, and enrollment of 4-6 sites in WDNR voluntary party liability exemption program.

Task 5: Cleanup Planning

i. Project Implementation: The City will evaluate cleanup by preparing a Site Investigation Work Plan Report for WDNR. This report may lead to the preparation of Remedial Action Plans, assessment of Brownfields cleanup and reuse alternatives, and the evaluation of institutional and engineering controls. The Fives and Saputo priority sites

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will utilize these task funds first. The City anticipates completing two (2) Hazardous Substances Remedial Action Plans one (1) Petroleum Remedial Action Plan.
ii. Anticipated Schedule: This Task will take place in the last year of the project period.
iii. Task/Activity Lead: This task will be led by the City's Qualified Environmental Professional with assistance from Dyann Benson at the City.
iv. Outputs: The anticipated outputs of this task include: one (1) Site Investigation Work Plan Report, two (2) Hazardous Substances Remedial Action Plans, one (1) Petroleum Remedial Action Plan.

3.b. Cost Estimates

Budget Categories		Project Tasks					TOTAL
		<u>Task 1:</u> Program Mgmt	<u>Task 2:</u> Community Outreach	<u>Task 3:</u> Phase I ESA's	<u>Task 4:</u> Phase II ESA's	<u>Task 5:</u> Cleanup & Reuse Planning	
Direct Costs	Personnel	11,500	17,000				28,500
	Fringe Benefits						
	Travel	6,000					6,000
	Equipment						
	Supplies						
	Contractual	7,500	3,000	60,000	165,000	30,000	265,500
	Other						
Total Direct Costs		\$25,000	\$20,000	\$60,000	\$165,000	\$30,000	\$300,000

3.b.i. Development of Cost Estimates

Task 1: Program Management: The budget includes programmatic costs of \$25,000. The City's personnel costs of \$11,500 along with the consultant's contractual costs of \$7,500 will cover the preparation and submittal of quarterly and annual reports, as well as the maintenance of Brownfields information within the City's GIS System. The City's hourly rate is \$65/hour, so this will cover approximately 175 hours of city work for this task. The contractual costs included in the budget will allow for the chosen Qualified Environmental Professional to coordinate with US EPA on the project, document the Brownfields site selection process, coordinate/conduct operational meetings, and other grant inventory/assessment activities. The City's travel costs will allow for two City representatives to attend two US EPA National Brownfields Conferences or other State or private brownfields related conferences or work sessions (including travel and hotel costs, at \$1500/attendee at each conference).

Task 2: Community Outreach: These costs include a total of \$20,000. The costs are allocated to both City personnel of \$17,000 and contractual costs for the QEP (\$3,000 total), and include working with the Project Partners on preparing, printing, and mailing project information and marketing documents, press releases, developing and updating fact sheets, and maintaining outreach to citizens through social media and our website.

Task 3: Phase I Environmental Site Assessments: Phase I Environmental Site Assessment costs range from \$3,000 to \$6,000, depending upon environmental conditions. Approximately 12-15 sites will undergo Phase I Environmental Site Assessments at an average cost of \$4,500. The proposed budget total is \$60,000 for Phase I Environmental Site Assessment activities.

Task 4: Phase II Environmental Site Assessments: The City's total Phase II ESA Budget is \$165,000; \$130,000 of the total budget is allocated for Phase II ESA investigative activities, while the remaining \$35,000 is for voluntary cleanup program enrollment with WDNR and Health & Safety Plan (HASP)/Quality Assurance Project Plan (QAPP) completion. The City anticipates conducting up to 6 Phase II Environmental Site Assessments (ranging in costs from \$15k to \$30k) at sites to supplement the Phase I Environmental Site Assessments where Recognized Environmental Conditions were identified.

Task 5: Cleanup Planning: Contractual costs for this task are estimated at \$30,000. These costs are based on completing two Hazardous Substances Remedial Action Plans for \$15,000 and one Petroleum Remedial Action Plans for a cost of \$10,000. The remaining \$5,000 left in the budget for this task will be for the WDNR's project management oversight fees associated with their voluntary clean-up program.

3.b.ii. Application of Cost Estimates

The cost estimates and breakdowns provided above were developed by the City, along with a QEP. These figures are reasonable and realistic, positioning the City to effectively and efficiently accomplish the goals of their assessment project. Fond du Lac has allocated \$225,000 of the total

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budget for Phase I and Phase II ESA activities. This is 75% of the total grant budget, illustrating the City's desire to address the priority sites and position them for reuse.

3.c. Measuring Environmental Results

Tracking and measuring progress throughout the period of performance will ensure the City of Fond du Lac achieves the intended project results described in this proposal. Quarterly and Annual Reports will cover work progress and current status, any difficulties encountered, a record of financial expenditures, data results, and anticipated further action. Project Profile forms will be completed for each assessment site noting specific accomplishments and contaminants found, which materials were impacted, if cleanup activities are required, and resources required to leverage and complete the planned reuse. All of these sites will also be entered into the ACRES database, which will also be utilized to track job creation and acres of land assessed as part of this grant project. The table below summarizes the proposed project outcomes, which the City will track and report to EPA on throughout the project.

PROJECT OBJECTIVES AND OUTCOMES	
TASK	OUTCOMES
Program Management	<ul style="list-style-type: none">• Documentation of progress via Quarterly Reporting/ACRES• Efficient project management• Accurate / timely data for EPA• Ready data for City use with BRAC and Developers
Community Outreach	<ul style="list-style-type: none">• More informed and educated stakeholders via BRAC• Increased program buy-in
Phase I and II Environmental Site Assessments	<ul style="list-style-type: none">• Knowledge of RECs; AAI compliance• Safe, efficient and reliable assessments• Characterization of contamination; AAI compliance
Cleanup Planning	<ul style="list-style-type: none">• Review cleanup alternatives• Sites ready for cleanup / reuse• More efficient activities through 3rd party oversight

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE:

4.a. Programmatic Capability

4.a.i. Organizational Structure

The City of Fond du Lac has the requisite ability and capacity to manage this Brownfields Assessment grant, ensuring the timely and successful expenditure of grant funds, as well as efficiently complete each described task in this assessment proposal. The Community Development Director, Dyann Benson, will serve as Project Director, acting as the City's primary contact and will be responsible for submitting quarterly reports, financial reports, progress reports, and the final summary report to EPA Region 5 Staff with the assistance of the City's selected Qualified Environmental Professional. City staff will serve on the Brownfields Redevelopment Advisory Committee. The City has extensive experience facilitating and managing redevelopment projects and will utilize that experience to support the most strategic use of the assessment grant funds. Upon award of the cooperative agreement, City staff will prepare a draft Work Plan. After the US EPA approves the work plan, the City will retain the QEP in compliance with all applicable federal and local procurement requirements. The QEP will assist with grant and program management and will conduct Phase I and II assessments, cleanup planning, and participate in program development, project reporting, and community engagement activities. The City will work with Wisconsin DNR's voluntary cleanup program to provide independent oversight of assessment activities conducted under this program, to ensure all assessment is conducted appropriately and with consideration for public health and welfare.

4.a.ii. Description of Key Staff

As the Project Director, Dyann Benson will also be responsible for the coordination of grant work with the City's selected Environmental Consultant, all appropriate governmental bodies, all community partners, the public, and all other stakeholders involved in these grant related activities. Ms. Benson, the Community Development Director, is now serving in her 10th year with the City of Fond du Lac and has been very committed to developing and implementing the City's brownfields program. Ms. Benson oversees a division charged with administering the planning, sustainability, historic preservation, Community Development Block Grant program, code enforcement, and building inspection functions of the City, as well as managing economic and urban development efforts. As Community Development Director, she is part of an executive team that manages the day-to-day operations for a municipal government of more than 40,000 residents with an annual budget of approximately \$26 million. Other key staff will include City Manager Joseph Moore and Director of Administration Tracy Salter. The City Manager will assist Benson with Community Outreach and

Cleanup Planning. The Director of Administration will be responsible for receiving, tracking, and payment on all financial aspects of the grant project.

4.a.iii. Acquiring Additional Resources

Fond du Lac will identify, coordinate and leverage any public and private resources needed to complete the described grant tasks. The City will follow EPA's procurement policies to hire a Qualified Environmental Professional (QEC) to effectively and efficiently manage the City's assessment grant project. Project Partners will assist in providing supplies for community outreach activities, and the City will provide in-kind time for extensive GIS mapping, as the information will be an asset to the City as well. Moving forward with new redevelopment projects, including the two priority project sites discussed previously, Fond du Lac will seek funding as appropriate from federal agencies like DOT, EDA, USDA, and FEMA. WI DNR has been a great partner to the City in brownfields related redevelopment activities, so the City will continue to work with them on a case by case basis. The City will also access the following incentives redevelopment:

- **City of Fond du Lac Economic Development Revolving Loan Funds:** This funding is available to property owners or tenants, and must have \$1/\$1 matching funds in private investment for every public dollar requested
- **Private Investments from Local/Regional Developers:** Fond du Lac is fortunate to have development companies in the area that have a commitment to revitalizing the community and finding ways to reuse existing buildings. These companies are some of the City's community partners listed in this proposal.

4.b. Past Performance and Accomplishments

4.b.ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

(1) Purpose and Accomplishments

The City of Fond du Lac has successfully accomplished brownfields redevelopment projects with Wisconsin DNR funding assistance. Two examples of those projects are described below:

Wells Manufacturing Site: The former Wells Manufacturing site is located on South Brooke Street, which is within the defined Target Area of this proposal. Wells Manufacturing outgrew the 100-year old South Brooke Street facility, and built a new \$7.1 million dollar corporate headquarters (funded in part by the City's TIF) and electronics plant expansion in Fond du Lac, retaining 214 jobs with a plan to grow employment by more than 30% in next three years. Wells Manufacturing hired a private company to do significant soil and groundwater remediation, and upon completion, this area was capped. When Wells Manufacturing moved into their new facility, the South Brooke Street property was vacated. Fond du Lac acquired the property with help from \$350,000 in Wisconsin DNR brownfields grant funding. After acquisition, one option for the City was to completely demo the 100-year old building. Instead, the City performed lead/asbestos remediation on the site and did a partial demo. They then worked with Commonwealth Companies (a community partner) to redevelop the site into Garten Factory LLC, who adaptively reused the property, creating offices/and a new business-garden center in the City.

Rueping Leather Site: The former Rueping Leather site is a property that housed one of Wisconsin's first businesses – a tannery operation. This site is located very close to one of the project priority sites listed in this application. After 131 years in business, the company closed their doors and filed for bankruptcy. Due to the bankruptcy, there was little investigative or remediation activity done at the 5.2-acre site. Wisconsin DNR contacted USEPA to initiate a removal action at the site. The City spent more than \$1.5 million dollars to raze the building complex, with hopes of returning a portion of the site to a productive use. A few years later, the City brought in Wisconsin DNR's Remediation and Redevelopment Program in to conduct Phase I and Phase II Environmental Site Assessments to determine the degree and extent of contamination – which were funded by the Brownfield Environmental Assessment Program (BEAP). The site received a Petroleum Environmental Cleanup Fund Award (PECFA) in the amount of \$132,581 for cleanup activities. After this, the northern portion of the site was ready for redevelopment. Marine Credit Union purchased the parcel and soon broke ground on a new facility.

(2) Compliance with Grant Requirements

For each of the projects described above, the City of Fond du Lac maintained compliance with the workplans, stayed on schedule, and met all terms and conditions of the agreements. In addition, the City submitted all reporting documents on-time. All of the projects discussed above are completed, with the redeveloped properties already in productive end-use.

THRESHOLD CRITERIA

1. Applicant Eligibility

The City of Fond du Lac is an incorporated municipality of the State of Wisconsin and has the authority to enter a cooperative agreement with the United States Environmental Protection Agency

2. Community Involvement

If this grant is awarded, the City will create a Brownfields Redevelopment Advisory Committee (BRAC) to guide them in their site inventory, prioritization, and redevelopment efforts. The City's community engagement efforts and BRAC formation will bring together residents, visionaries, community groups, government entities, and private and non-profit organizations to marshal financial and intellectual resources to improve the overall economic and environmental well-being of the City and its residents. Throughout this entire process, the City has been very vocal and transparent about their brownfield redevelopment plans, and they will continue in the same manner if they are awarded these assessment funds. When this project commences, Fond du Lac will hold three public meetings throughout the project period to relay information about the assessment process, including project milestones and redevelopment updates. Public meetings may need to be held via Zoom due to COVID-19. Fond du Lac has been conducting meetings via Zoom and have the process well established. In addition to public meetings, the City of Fond du Lac will also hold Brownfields Redevelopment Advisory Committee meetings twice a year. At these meetings, the brownfield sites will be analyzed and redevelopment plans will be discussed. This proposal outlines our Project Partners, who will be vital members of our community involvement plan by broadcasting the City's Brownfields news at their regular meetings and events. The City will maintain the authority to make final decisions on the use of the grant funds, but will also use their Project Partners' and Brownfields Redevelopment Advisory Committee Members' input in shaping those decisions. For any cleanup planning activities funded by this grant, the City will seek the community's input into cleanup and redevelopment decisions by presenting information regarding the proposed cleanup and reuse plans at one of the planned community meetings in collaboration with their appropriate Project Partners. Translation services are available through the City and via social media postings, so the City will accommodate any non-English speaking residents/stakeholders, etc., when appropriate. Residents will be encouraged to participate and stay informed of the City's brownfields programs in a number of ways. First, residents will be encouraged to attend any public meetings at which needs are identified as well as all plan approval processes. Meeting notices will be printed in the Fond du Lac Action Advertiser, a general circulation newspaper distributed to all households, including low-and-moderate income households. The notices will also be posted on the City's website, at the Fond du Lac Public Library, Fond du Lac Police Department and the City of Fond du Lac Notices/Agenda Board outside the City Clerk's office. Fond du Lac will utilize the local radio stations as partners to communicate progress to the public. The notices will include a statement in Hmong and Spanish, the predominate non-English languages within the community, inviting non-English speakers to attend and informing that interpreters are available upon request. In addition, these notices will include a special invitation to the disabled community offering to make accommodations as needed to assure them the opportunity to communicate their input concerning issues.

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3. Expenditure of Assessment Grant Funds

Not Applicable. The City of Fond du Lac has not been awarded any previous US EPA Brownfields Assessment grant funds.

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

10/28/2020

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name: City of Fond du Lac, Wisconsin

* b. Employer/Taxpayer Identification Number (EIN/TIN):

39-6005450

* c. Organizational DUNS:

0789428100000

d. Address:

* Street1:

160 South Macy Street

Street2:

City-County Government Center

* City:

Fond du Lac

County/Parish:

* State:

WI: Wisconsin

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

54935-0150

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Ms.

* First Name:

Dyann

Middle Name:

* Last Name:

Benson

Suffix:

Title: Director of Community Development

Organizational Affiliation:

* Telephone Number:

920-322-3440

Fax Number:

* Email:

dbenson@fdl.wi.gov

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-20-06

* Title:

FY21 GUIDELINES FOR BROWNFIELD ASSESSMENT GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

City of Fond du Lac, Wisconsin - FY21 US EPA Brownfields Community-Wide Assessment Grant

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:**

* a. Applicant

WI-6

* b. Program/Project

WI-6

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

17. Proposed Project:

* a. Start Date:

10/01/2021

* b. End Date:

09/30/2024

18. Estimated Funding (\$):

* a. Federal	300,000.00
* b. Applicant	0.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	300,000.00

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.☒ c. Program is not covered by E.O. 12372.*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix:

Mr.

* First Name:

Joseph

Middle Name:

P.

* Last Name:

Moore

Suffix:

* Title:

City Manager

* Telephone Number:

920-322-3407

Fax Number:

* Email:

jmoore@fdl.wi.gov

* Signature of Authorized Representative:

Dyann L Benson

* Date Signed:

10/28/2020